

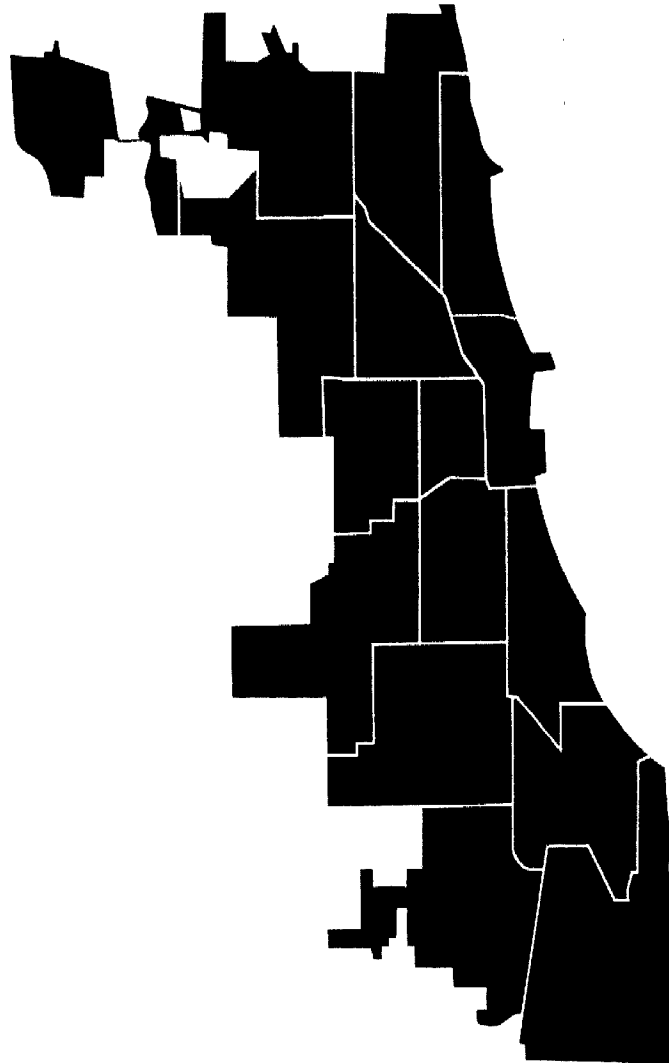
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# NORTH

# DEVELOPMENT AREA

Department of Development and Planning



*Illinois. City of Chicago. Dept. of Development + Planning.*

City of Chicago, Richard J. Daley, Mayor

# North Development Area

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City of Chicago, Richard J. Daley, Mayor

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John G. Duba, Commissioner of Development and Planning

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January 1967

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# PURPOSE OF THE DEVELOPMENT AREA REPORTS

In order to relate long-term basic policies to contemporary needs and varied conditions, a continuing process is required for formulating and refining plans and programs for Chicago communities. Planning, programming, and the actual construction of new homes, factories, transit, and other facilities are all parts of a complex process of decision-making which can be coordinated best by sub-sections of the city.

A series of reports on specific areas of the city has been prepared to initiate discussion of issues, problems, and possible solutions. This discussion will lead to more detailed policies and programs to help government and citizens coordinate their activities and achieve their goals more effectively.

There are 16 Development Areas, covering the entire city, each with a population of 150,000 to 250,000 and with a land area of 6 to 20 square miles. Each report recommends, in more specific terms, land use changes, residential and industrial improvements, and transportation improvements needed to achieve the policies of the Comprehensive Plan in that area.

## Coordinating Development

The various kinds of projects that the city undertakes—street improvements, new schools and parks, urban renewal, and the human relations and community action programs—need to be related to each other if they are to produce maximum benefits for the communities they serve. In other words, the best way to improve the city is not on a project-by-project basis but in accordance with an over-all, coordinated program that assures the proper time and location for each item.

Chicago is too large to deal with as a whole in scheduling specific projects. Area plan and General Neighborhood Renewal Plan experience has demonstrated the need for an intermediate step between the level of the total city and the level of the specific project. The boundaries of the Development Areas are drawn to provide a practical means of dividing up the city for planning purposes. There is enough detail which residents can readily recognize so that the scale of the area facilitates effective citizen participation. The Development Areas offer a means for citizens and government officials to discuss planning objec-

tives, proposals, and improvement programs, so that varying viewpoints can be considered before final decisions are made about specific projects.

The recommendations in the Development Area reports are ideas and suggested projects for consideration. They do not represent final plans for the areas, nor do they cover all the issues that will have to be dealt with. The reports recognize that not all planning problems have immediate solutions. In some cases questions are raised for which answers have not been determined, in the expectation that the best solution will evolve through discussion.

In this report, the statements of objectives and programs for the Development Area are limited to the more evident community facility, transportation, renewal, and institutional needs and opportunities. Through community discussion and continuing research, additional objectives and program approaches will be identified and developed. These will include specific proposals for coordinating park, school, and traffic facilities and for relating industrial and business district improvements to urban renewal and transportation projects.

Of special importance will be the identification of community social needs and the evaluation of alternative programs of facilities and activities. In some areas, private institutions may cooperate or new privately sponsored activities may be established to achieve major educational, recreational, or health objectives. In other areas, public agencies such as the Board of Education or Chicago Park District may modify their programs or start new services to expand opportunity for individuals and families.

## Steps in the Review Process

Several specific steps will be followed in reviewing and revising the Development Area reports:

—Each Development Area report will be distributed to civic organizations and other private groups, both within the local area and city-wide. Citizen participation in Development Area planning will be an essential objective.

—City representatives will meet with groups and elected officials with an interest in each area to

discuss the preliminary findings and proposals of the report. Findings will be modified, other ideas sought, and approaches to resolving issues will be explored.

—Appropriate revisions in the proposals will then be made, which will result in a planning framework for the Development Area. After public discussion, the report would be adopted by the Chicago Plan Commission as a policy guide in review of projects and programs for the area.

—Using the planning framework as a guide the department will work with the agencies involved to meet the area's critical needs and achieve local objectives by adjustment of programs and scheduling of projects. This will be a continuing process requiring the maintenance of communications and the revision of programs as administrative and staff capabilities are improved.

## From Plans to Action

Chicago is constantly changing. Therefore, from time to time, each planning framework will be amended to reflect new needs or changes in objectives as a result of continuing study and discussion.

In recent years new transportation facilities, urban renewal, and other public and private developments have greatly improved the city's appearance, livability, and opportunities. Other projects are under way or planned. Still greater effort and change will be necessary if Chicago is to meet its commitment to the goals of the Comprehensive Plan. In the coming years sections of the city must be rebuilt or rehabilitated to meet high expectations for living standards. New ways must be found for dealing with related social problems and for broadening opportunities for all Chicagoans.

The Development Area reports have been prepared to inform Chicago citizens what the Comprehensive Plan's recommendations mean to each locality, to provide a means whereby city officials exchange information with citizens about the needs of their communities, and to develop a cooperative planning procedure. Achieving the kind of city envisioned in the Comprehensive Plan will call for the ideas, the widespread support, and the involvement of the people of Chicago.

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## NORTH DEVELOPMENT AREA

The North Development Area includes some of the city's most varied and interesting residential sections. It encompasses four generally recognized community areas—Lincoln Park, Lakeview, Uptown, and Edgewater—plus the Lake Shore Community, the densely developed strip of apartment buildings fronting Lincoln Park and the lake.

For the most part, the North Development Area is composed of homes and apartments. Its 335,000 residents enjoy large lakefront parks and extensive public transportation service to the Central Business District. Because of these advantages, the area's over-all density is high, yet it contains a wide variety of housing types. In addition to its retailing and commercial functions, a small section in the southwestern corner of the Development Area includes a part of a larger industrial district.

The skyline along the Development Area's lakefront is one of the city's most striking features. New elevator apartment buildings constructed here represent an important physical change in Chicago since World War II. In fact, development has been so rapid that population increases have overburdened community facilities and transportation lines.

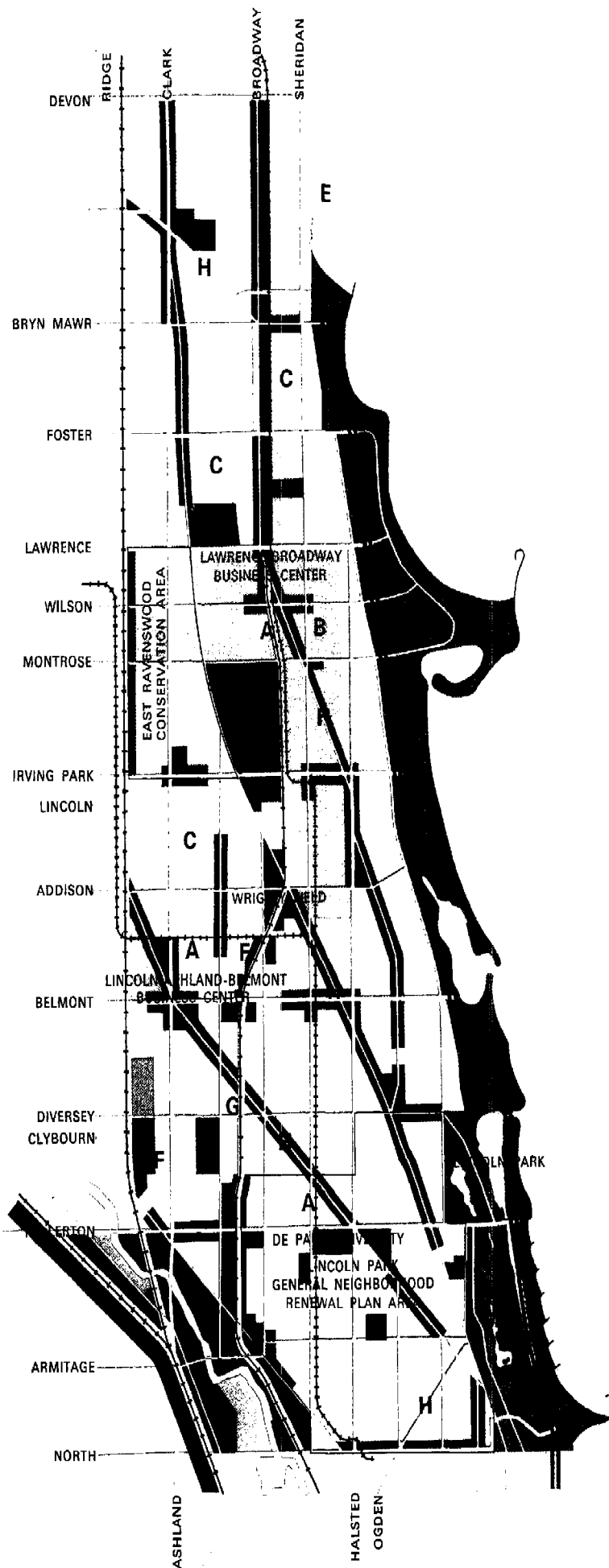
The section behind the lakefront skyline generally has a medium-high density. Housing types vary, with walk-up apartments most prevalent. Most of the housing is old, but new town houses and low-rise apartments have been built in the eastern

half of the section. Rehabilitation of older buildings has been particularly widespread in the Lincoln Park renewal area.

In the last decade, many low-income families from southern Appalachia have moved into parts of the North Development Area, particularly the Uptown community, where many experience urban life for the first time. Poor property maintenance standards of large numbers of families in the overcrowded and densely developed Uptown neighborhoods often lead to rapid deterioration of housing. Serving to compound this problem of inadequate maintenance is the unwillingness of many landlords to improve properties that have begun to deteriorate.

The beaches, boat harbors, golf course, and other facilities of Lincoln Park extend nearly the full length of the Development Area and are a major source of recreation for the entire Chicago region. These facilities, as well as means of public access to them, require further improvement as population demands upon them increase.

Improvement programs in this Development Area must be directed toward solving the problems of physical deterioration, overcrowding, inadequate community facilities, and traffic congestion. There must be social programs to help many of the new residents adjust to life in the city. All of these activities should enhance the character of the North Development Area as a diverse and distinctive urban community.



## Characteristics North Development Area

Residence in Good Condition

Residence in Need of Some Improvement

Residence in Need of Major Repair

Business Concentrations

Industry in Good Condition

Industry in Need of Some Improvement

Park

Institutional

**A** Elevated Structure a Blighting Influence

**B** Serious Housing and Environmental Problems

**C** Adequate Housing, Some Environmental Problems

**D** Overcrowded High School

**E** Inadequate Lakefront Facilities

**F** Adverse Mix of Land Use

**G** Obsolete Railroad Line

**H** Diagonal Street

## Planning Framework Objectives

- 1) Maintain the present character of the North Development Area as a high-density residential area with a wide variety of housing types. Redevelop portions of the area that have deteriorated beyond repair, and encourage further rehabilitation in areas where conservation is needed.
- 2) Provide the parks, schools, business centers, and other community facilities needed to serve a larger number of people.
- 3) Expand social services, especially for low-income families, in connection with physical improvement programs.
- 4) Improve and expand lakefront recreation facilities to serve the entire region, while maintaining a close physical relationship between the lake and nearby residential areas. Increase local park space in interior parts of the area.
- 5) Improve mass transit and major roadways to serve the region more efficiently and to reduce congestion in residential areas.
- 6) Provide for the development of modern industrial districts at selected locations along major transportation routes. Relocate plants now scattered in residential areas into industrial districts.

## Existing Conditions and Recommendations

### Residence

Housing in the North Development Area varies greatly in its condition, age, and type. In the Lincoln Park community some frame houses and apartment buildings were constructed as early as the 1870's. In the Lakeview and Uptown communities the first substantial development took place in the decade between 1885 and 1895. In all three communities a surge of new apartment construction followed the opening of the elevated lines in the 1900's and continued through the 1920's.

Most of the new construction in the past 25 years has been limited to the eastern part of the Development Area. A new skyline of elevator apartment buildings has risen along the lakefront, while smaller apartment buildings have been built to the west on side streets between Diversey Parkway and Devon Avenue.

The North Development Area is character-

ized by the very intense development of high-rise and walk-up apartments on the east; by older, relatively low-density housing along the western edge; and by a predominance of walk-up apartments in between. The over-all density would remain high under the policies of the Comprehensive Plan.

Approximately 17 per cent of the 154,000 housing units in the Development Area were substandard in 1960. In Lincoln Park, 23.1 per cent of the housing was substandard; in Lakeview, 14.5 per cent; in Uptown, 20.5 per cent. The contrast in housing condition is often quite wide within each community. For example, only 5.7 per cent of the housing between Foster and Devon avenues in the Edgewater community was substandard in 1960. But 30 per cent was substandard in Uptown south of Foster avenue, where in one census tract the total was 60 per cent.

Physical improvement programs in the North Development Area must be accompanied by social action programs which meet the needs of socially and economically disadvantaged persons. Parts of the area, particularly in Uptown, have become ports of entry for newcomers to the city. Many of these persons are low-income, rural Appalachian whites for whom adjustment to an urban environment is difficult. People living in such areas often have severe problems of poverty, health, and delinquency which greatly complicate the task of improving the environment.

Thus, a major need is to continue and enlarge the programs of public and private agencies which assist newcomers and help them become accustomed to urban living. Social services are now being expanded through the anti-poverty program of the Chicago Committee on Urban Opportunity, which has established an Urban Progress Center in Uptown. In addition, steps should be taken to encourage a comprehensive social program involving the activities of all the social agencies serving the Development Area. It is particularly important to coordinate over-all social programs with improvement programs in areas where physical renewal is to occur.

A General Neighborhood Renewal Plan has been prepared for the Lincoln Park Conservation Area, generally south of Diversey Parkway and east of the Milwaukee Railroad right-of-way. Much private rehabilitation already has taken place. A conservation

project is under way in the southeastern portion of the area, and additional programs calling for limited clearance, additional community facilities, and traffic improvements will be undertaken in stages. The Lincoln Park area will continue to support an over-all high population density with a variety of housing types.

Physical treatment needs in the rest of the Development Area vary greatly. The intensively developed sections of newer housing, generally along the lakefront, need transportation improvements and additional community facilities, plus other services to reduce the problems resulting from this high population concentration. Moreover, in the western portion, there are sections of well-maintained, older housing containing scattered pockets of blight and deterioration. Development programs here should include code enforcement, relocation of scattered industry, consolidation of strip commercial development wherever desirable, and provision of needed schools, parks, traffic improvements, and other community facilities.

Various types of publicly assisted renewal will be needed in several seriously deteriorated sections of the North Development Area. Generally, these sections form a corridor west of the Lake Shore Community from Diversey Parkway north to Bryn Mawr Avenue. This corridor of housing deterioration, running through the Lakeview and Uptown communities, covers approximately 1,200 acres and is too large for a single urban renewal project. Through careful scheduling, a broad range of physical and social programs can help stabilize and maintain the Edgewater, Lincoln Park, and Lake Shore communities both in and adjacent to this corridor.

### Uptown

In the North Development Area's corridor of deterioration, the most serious problems are found in an area of about two-thirds of the Uptown community bounded by Lawrence Avenue, Sheridan and Irving Park roads, and the rapid transit elevated tracks. An improvement program focusing on Lawrence and Broadway should be given a high priority. This section is the nucleus of the deteriorating corridor, serves a regional shopping function, and is a center of services and activity for the surrounding community with its many low-income residents.

A substantial amount of rehabilitation in



Uptown is one of the city's most rapidly deteriorating areas. Buildings are deficient and overcrowded. Schools, local parks, and services are inadequate.

Lakeview is a basically sound residential area. However, it requires programs of continued maintenance to help retain its pleasant environmental qualities.



this central section of Uptown is needed to restore the former commercial vitality and to create a healthy residential environment. For the regional business center at Lawrence and Broadway, programs of store modernization, pedestrian and vehicular circulation improvements, and off-street parking should be considered. Such improvements in the heart of Uptown would establish a solid base for further neighborhood rehabilitation and conservation in three adjacent blighted sections of the community.

To the north is a section of mixed residential-commercial uses bounded by Bryn Mawr and Lawrence avenues, Sheridan Road, and Broadway. Residential deterioration generally characterizes a section to the west bounded by Lawrence and Montrose avenues, Clark Street, and the elevated tracks. An eastern section, bounded by Lawrence and Clarendon avenues and Sheridan and Irving Park roads, provides two areas of contrast. The area north of Montrose Avenue is characterized throughout by rapidly deteriorating residential structures, while that area south of Montrose contains a small enclave of highly desirable single-family homes surrounded on three sides by deteriorating multiple-family structures.

These three sections should require less intensive treatment than the Lawrence-Broadway center and the area immediately surrounding it. However, over a period of time it may be necessary to remove from 20 to 30 per cent of the structures for new housing, parks, schools, and other facilities to achieve an attractive residential environment. Steps have already been taken to improve the community. The Department of Urban Renewal has applied for a reservation of federal funds for the Uptown Study Area between Montrose Avenue and Argyle Street east of Sheridan Road. In portions of this area, the Chicago Dwellings Association has proposed residential rehabilitation and new construction, while the Chicago Housing Authority is currently adding 436 apartments for the elderly on two Sheridan Road sites.

These actions are a first step toward achieving an improved residential environment in the corridor of deterioration. Programs for the remaining one-third of Uptown should consist of residential conservation and the addition of community facilities. Accordingly, a conservation project of 457 acres bounded by Argyle, Marine Drive, Mont-

rose, and Clark (which includes the Uptown Study Area) is under consideration.

### **Lakeview**

Generally, the Lakeview community west of Clarendon Avenue and Broadway is characterized by medium-density, low-rise residential development, some of which dates from the last decades of the 19th century. The Lincoln-Belmont-Ashland regional business center ranks high among the city's shopping areas, and both Clark Street and Lincoln Avenue are highly developed with strip commercial uses along their diagonal rights-of-way. There are industrial areas along the North Western Railway's elevated tracks that run the length of the community's western boundary and along the Milwaukee Railroad's at-grade line generally between Belmont Avenue and Addison Street. Major physical features within Lakeview for which improvement and redevelopment would benefit the overall community environment include: the Lincoln-Belmont-Ashland regional business center; the diagonal streets containing deteriorating strip commercial development; and the disruptive rail line with its associated commercial and industrial uses.

There is also a need to establish residential repair programs in the deteriorating corridor within the eastern one-third of Lakeview. Very generally, the same neighborhood problems confronting Uptown find their counterpart in the corridor's extension south of Irving Park Road into Lakeview. The area bounded by Irving Park, Clarendon and Broadway, Seminary Avenue, and Addison Street is in need of long-range improvement activities which could result in the removal of 30 to 40 per cent of the structures for new housing, recreational open space, and other neighborhood facilities. South from Addison to Diversey and east from Seminary to Broadway, there should be an extensive program of rehabilitation along with possible clearance of 25 per cent of the area's structures. The rejuvenation of this portion of Lakeview would complete improvement plans for the entire North Development Area's blighted corridor.

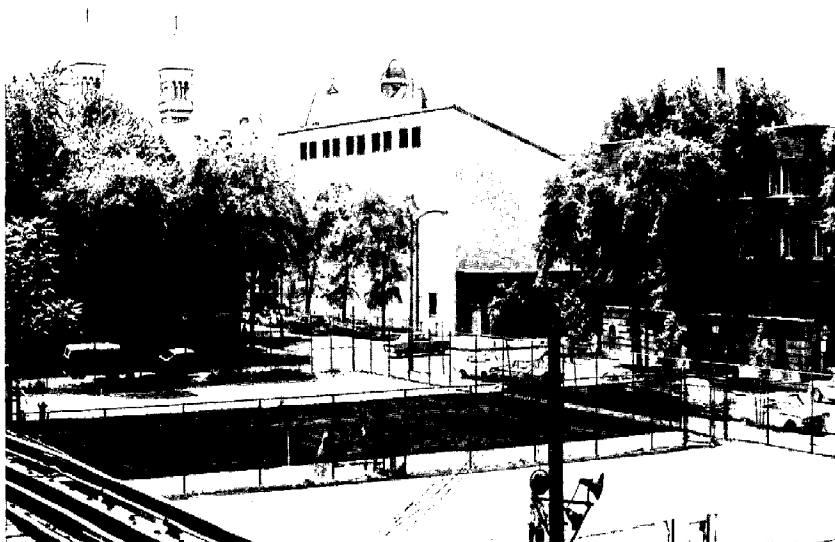
It is proposed to retain the current quality of the remainder of Lakeview's residential areas (west from Seminary Avenue) through application of conservation and rehabilitation policies.

Outside the Uptown and Lakeview com-



Edgewater is another example of a substantially sound North Side residential area where the current community fabric could be maintained and improved by a conservation program.

DePaul University plans campus expansion as part of the Lincoln Park urban renewal program. This will reinforce the significance to the community of the educational and related institutions clustering here.



munities with their corridors of blight are three additional communities comprising the remainder of the residential sections of the North Development Area—Edgewater, Lincoln Park, and Lake Shore.

#### Edgewater

The Edgewater residential community extends north from Foster Avenue to Devon Avenue and east from the North Western Railway to the rapid transit elevated tracks. Established neighborhoods and well-maintained residential structures are typical in Edgewater, one of the city's desirable medium-density areas. To maintain a high quality of development and to preserve current environmental assets, conservation programs should be established throughout the community.

#### Lincoln Park

The greater part of this community is within the Lincoln Park General Neighborhood Renewal Plan area. This plan has been designed to build upon basic existing community strengths in order to heighten the unique qualities of the community. Accordingly, conservation and rehabilitation programs will provide the means for the majority of the proposed improvements, with clearance kept to a minimum. The purpose of the Lincoln Park plan is to remove concentrations of substandard structures and to provide land for new residential and commercial developments, for new public facilities, and expansion of local institutions such as De Paul University and McCormick Theological Seminary.

Project I, encompassing 271 acres in the southeastern portion of the Lincoln Park community, is currently under way. Implementation of the planning program involves extensive private rehabilitation; improvement of the pedestrian and vehicular circulation patterns; provision of parks, playgrounds, pedestrian greenways, and public plazas; and consolidation of commercial activities.

#### Lake Shore

The Lake Shore residential community is one of the city's most impressive features. Extending from Armitage Avenue on the south in a nearly solid line to the northern boundary of the Development Area, this narrow strip of high-rise apartment buildings is located directly opposite one of Chicago's foremost attractions, Lincoln Park and the lakefront.



Typical improvement efforts in the Lincoln Park Urban Renewal Area. New town houses, rehabilitated apartment buildings and courtyards, and well-designed street plantings and furniture help to maintain the area's individuality and improve community appearance.

High residential densities fronting Lakeview Avenue, Lake Shore and Marine drives, and Sheridan Road are countered by less dense residential developments immediately to the west. Significant amounts of new construction are occurring in this community, in a range of building types, from low-rise elevator buildings to high-rise towers offering both rental and sales units.

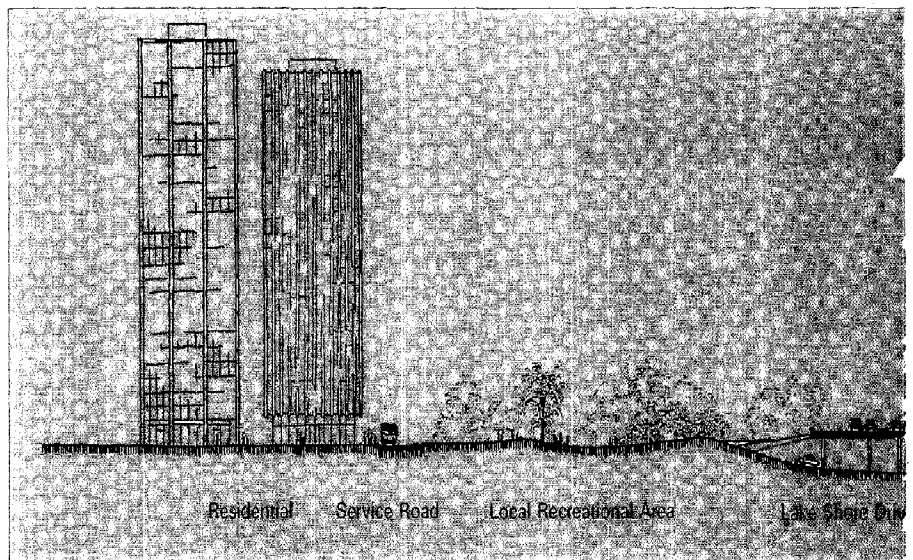
While they make it possible for large numbers of people to enjoy the amenities of urban living along the lakefront, these buildings are intensifying certain problems within their own and adjoining neighborhoods. Additional off-street parking is sorely needed, small recreational open spaces designed for concentrated populations should be provided, and access to the lakefront should be enhanced through vehicular and pedestrian circulation improvements.

The North Development Area's corridor of deterioration is adjacent to most of the Lake Shore community. Environmental improvements previously discussed for this corridor would improve connections between the Lake Shore community and the residential and commercial areas to the west. More people living in the lakefront apartment buildings would be encouraged to make use of shops and community facilities to the west. In turn, the access to the lake and Lincoln Park would be improved for residents of the inland communities.

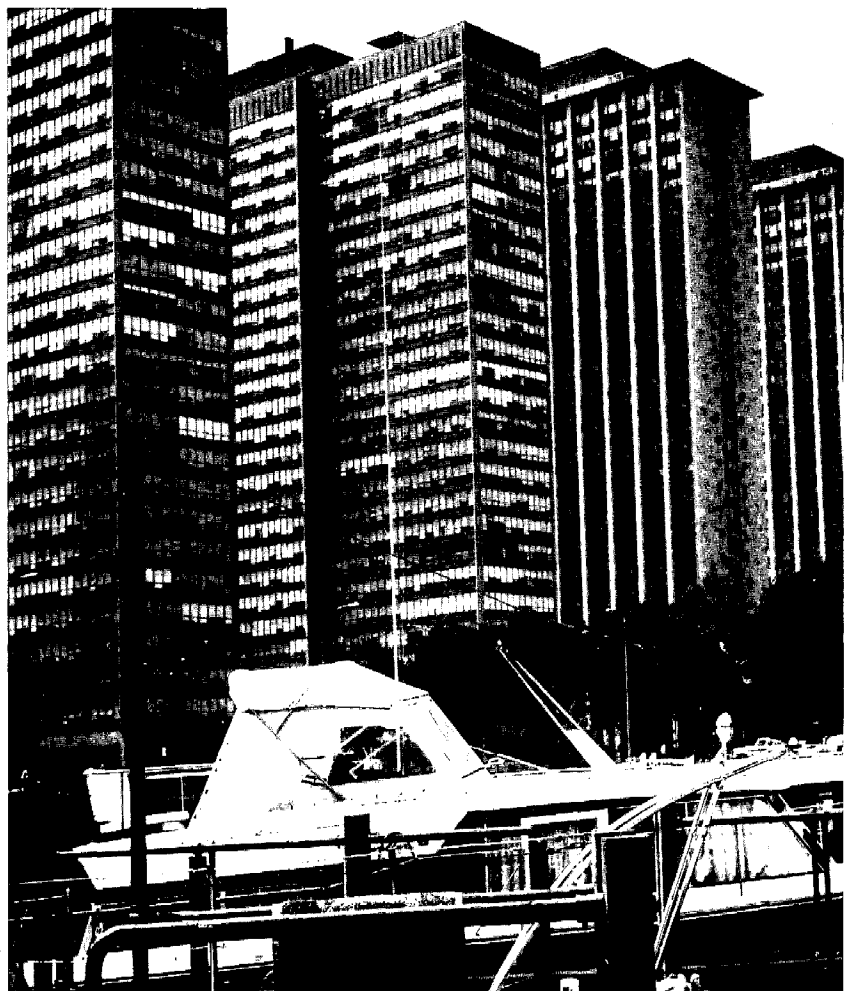
In addition to these suggested improvements for Lake Shore, the preservation of two lower-density areas in the community will help assure a residential balance. Three residential streets (Castlewood Terrace, Hutchinson Street, and Hawthorne Place) containing large single-family homes should be retained. The brownstone area south of Diversey Parkway will be preserved in accordance with the Lincoln Park General Neighborhood Renewal Plan.

### Recreation

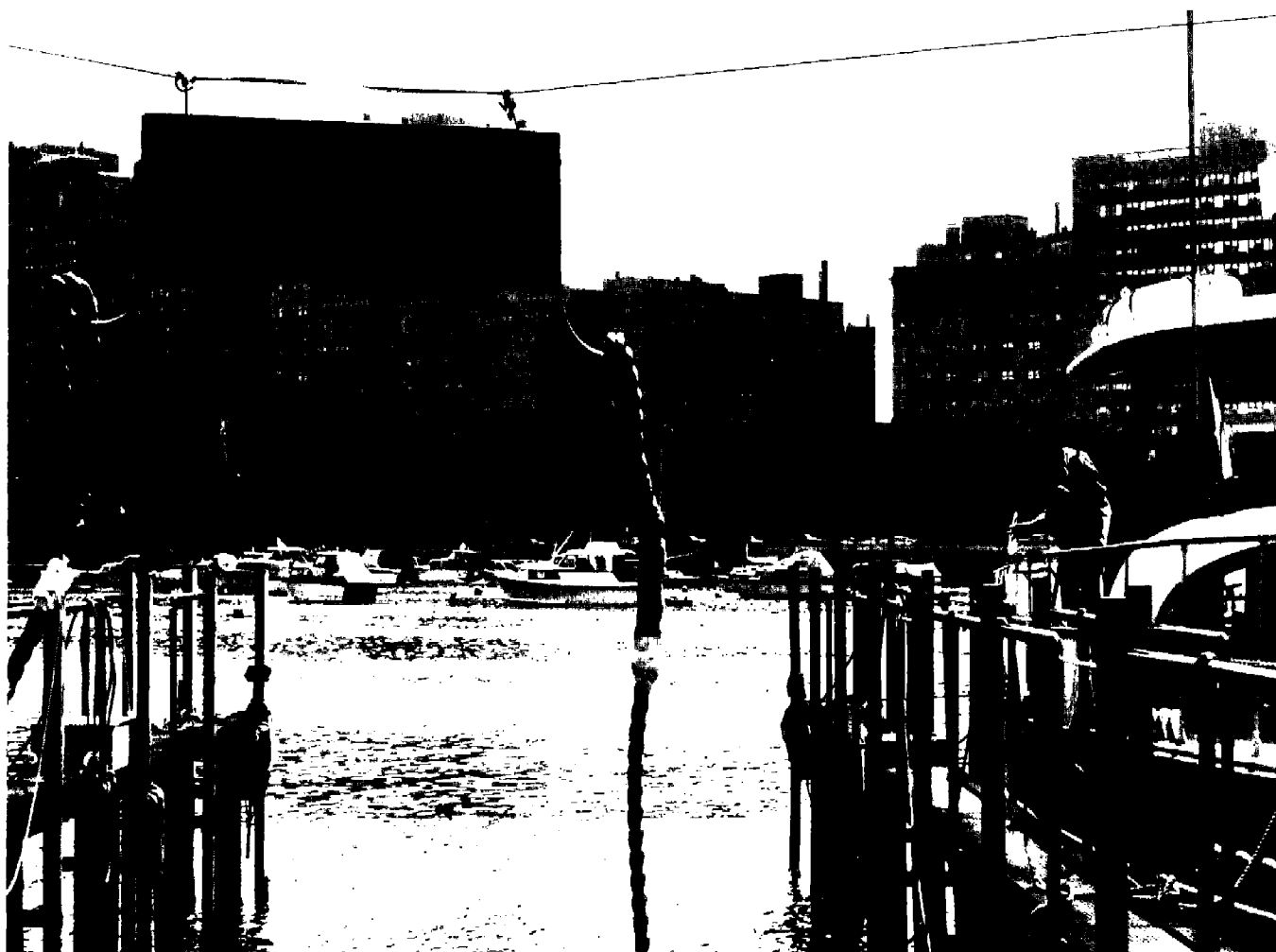
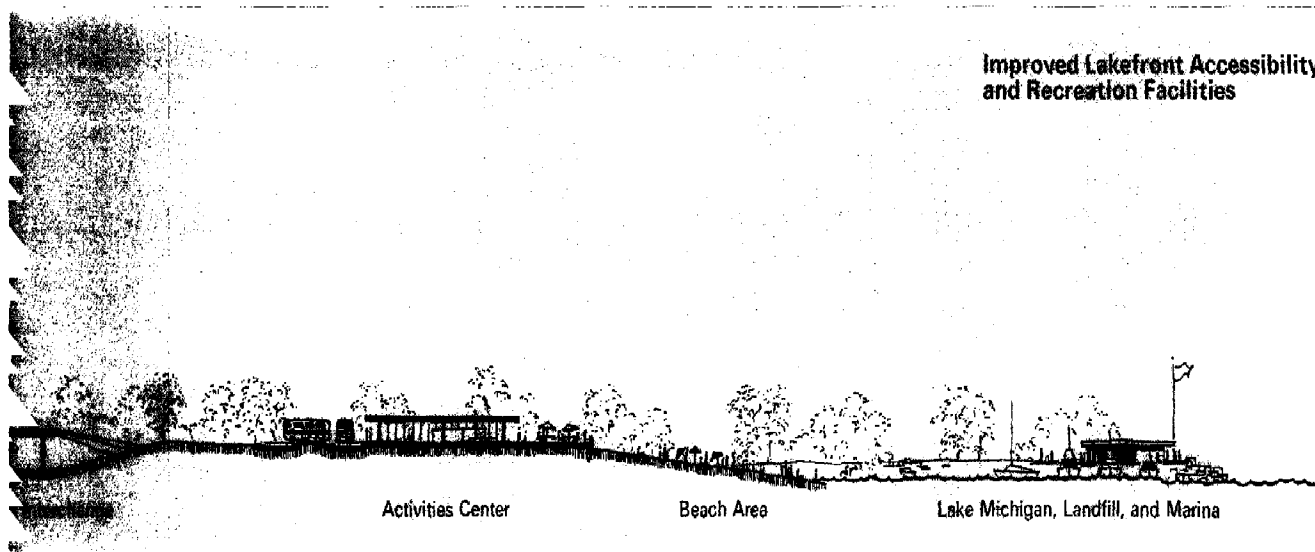
The North Development Area has some of Chicago's finest lakefront recreational features, notably Lincoln Park with its beaches, zoo, golf course, tennis courts, playgrounds, playfields, and boat harbors. Implementation of the lakefront recommendations of the Comprehensive Plan would require the addition of approximately 200 acres of park land. This proposed expansion and any further extensive additions



High-density apartment buildings, both old and new, extend in an almost unbroken vista along the lakefront in the North Development Area. Generally, they contrast dramatically with the medium-density areas to the west, in both physical appearance and the age-income-family size characteristics of residents.



**Improved Lakefront Accessibility  
and Recreation Facilities**



should be developed in a manner which would preserve the Lake Shore community's current feeling of closeness to the water. In addition to its present facilities, portions of Lincoln Park should be developed with community activity centers, picnic groves, and expanded beaches and boat harbors. Landscaped walkways and pedestrian bridges over Lake Shore Drive should be provided to improve linkages with the high and medium-density residential areas to the west.

The need for small park and recreational open spaces throughout the Development Area is pronounced. Outside the Lake Shore community and the Lincoln Park conservation area, there are only 0.8 acres of park land per 1,000 residents, significantly below the city-wide average. Nearly all the public schools have inadequate playgrounds, and Lake View High School with an enrollment nearing 3,000 has no open space for its athletic programs. Many of the required neighborhood parks should be provided as part of the renewal programs for the various residential communities. Moreover, the improvement of vehicular circulation in the Development Area could include the closing of some local streets for re-use as landscaped walkways which would serve to join residential neighborhoods more directly with community facilities and recreational areas.

### **Schools**

Extensive improvements are needed to provide modern school facilities and reduce overcrowding in the North Development Area. Sixteen of the 30 public elementary schools, branches, and upper-grade centers are more than 50 years old. Average classroom enrollments are higher in 29 of the 30 schools than the Board of Education goal of 30 pupils per room, while the current city-wide average of 32.5 pupils per room is exceeded in 24 of the 30 schools. In addition to overcrowding, three schools also exceed the board's standards for maximum elementary enrollment, and most lack adequate play space.

The equivalent of approximately 100 classrooms is required at the present level of enrollment to meet the objective of 30 pupils per room. Additional facilities are needed to replace over-age schools, and structural modernization and the provision of more adequate recreational space are required at others.



Typical scattered mixtures of industrial and commercial businesses in Lakeview. Such uses as meat packing operations with no off-street truck parking and loading create excessive traffic congestion. They should be relocated to a consolidated produce terminal. The at-grade railroad right-of-way further aggravates vehicular circulation.



All three high schools—Lake View, Senn, and Waller—are in need of major improvement, according to the Board of Education. Lake View has a particularly urgent need for recreational space. Additional space for Waller is in the Lincoln Park plan.

School replacements, enlargements, and modernizations should be developed in conjunction with neighborhood improvement and renewal programs. Where feasible, schools should be located adjacent to local parks and linked more closely to surrounding residential areas by landscaped walkways.

### Business

Businesses in the North Development Area generally follow the city-wide pattern of rows of stores along major streets. Inadequate off-street parking, poor patterns of pedestrian circulation, and unattractive physical appearance characterize these strips as well as the business centers located at major street intersections.

Ranked third and fourth respectively in the city outside the Loop in volumes of sales, the two regional business centers at Lincoln-Belmont-Ashland and Lawrence-Broadway need extensive improvements. A commercial conservation program should be considered for the Lincoln-Belmont-Ashland business center. This center is currently at a competitive disadvantage with new, outlying shopping centers of contemporary design. The improvement program could include street improvements for through traffic, closing Lincoln Avenue and re-using it as a pedestrian mall, clearing substandard structures to provide additional off-street parking, and modernizing store buildings to create a more attractive over-all appearance.

The Lawrence-Broadway center is in the midst of the deteriorating Uptown community. It will require extensive modernization and reorganization between Lawrence and Montrose avenues and Sheridan Road and the elevated tracks. The realignment of the one-half mile diagonal portion of Broadway to the west of the shopping area and the conversion of its current right-of-way, plus Wilson Avenue between Sheridan Road and the elevated, into landscaped walkways could improve pedestrian and vehicular circulation. Such improvements would also create an attractive environment for shoppers and relieve vehicular congestion by rerouting through

traffic around the center. Other modernization measures would provide additional off-street parking facilities easily accessible from a new Broadway alignment and other major thoroughfares. As part of the over-all Uptown improvement program, high-rise housing could be developed adjacent to the business center to capitalize upon convenience to the center itself and to the rapid transit stops at Wilson and Lawrence avenues.

Throughout the North Development Area, deteriorating commercial strips no longer serving a useful function should be removed and the vacated properties converted to housing, recreation, or other uses. Business uses can be regrouped into efficient neighborhood centers through private action by merchants or in conjunction with programs for renewing residential areas and improving major streets.

Currently, four developed shopping concentrations in the area have been identified as neighborhood business centers serving community center functions. These are in the vicinities of Armitage-Halsted in the Lincoln Park community, Diversey-Broadway in Lake Shore, Irving Park-Sheridan in southern Uptown, and Ridge-Peterson-Clark in Edgewater. Proposals call for commercial reorganization and modernization programs at these locations. To augment the two regional and four neighborhood-level business and community centers, 20 smaller business concentrations have been identified as neighborhood centers. In addition, numerous small convenience centers are scattered throughout the Development Area, particularly in the higher-density residential sections.

### Industry

Industry in the North Development Area is limited. A portion of the industrial district along the North Branch of the Chicago River extends into the southwestern corner of the area, while industrial functions are mixed with residential uses to the east. In addition, strip-like industrial areas adjoin portions of the North Western and Milwaukee railroad rights-of-way.

To consolidate the North Branch industrial area, the incompatible residential structures west of Ashland Avenue and south of Wellington Avenue should eventually be removed so that land for expansion of this major industrial corridor can be made available. This action could be accomplished

through a publicly assisted renewal program. The area of mixed housing and manufacturing east of Ashland and south of Diversey Parkway is recommended for residential use. Industrial firms here should be relocated to planned industrial districts. The Milwaukee Railroad spur line between Wilson and Webster avenues should be removed and industries along the route, which are in predominantly residential areas, should be encouraged to move to more suitable industrial locations. However, the narrow strip along both sides of the North Western Railway tracks between Irving Park Road and Lawrence Avenue should remain industrial. Additional off-street parking spaces and loading bays, major needs within this strip, could be provided by the removal of obsolete and sub-standard structures.

### Transportation

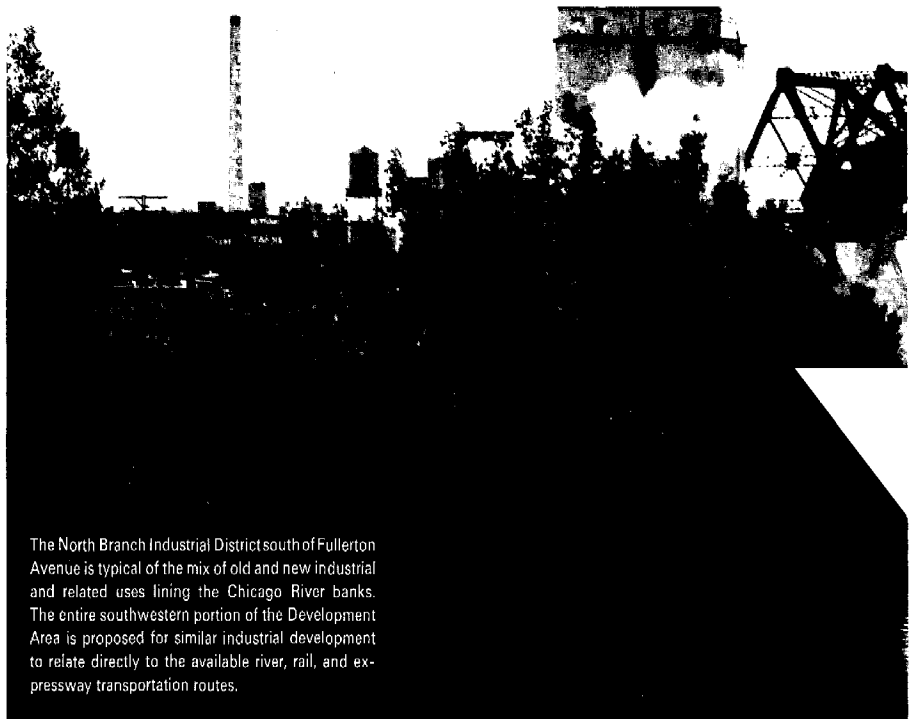
Traffic volumes are high in the North Development Area, although the construction of the Kennedy Expressway has reduced traffic on the main north-south arteries—Lake Shore Drive, Clark Street, Broadway, and Sheridan Road. The Hollywood connection between Sheridan Road and Peterson Avenue, with reversible lanes for rush-hour traffic, also has helped, but

congestion is still serious. Such diagonal streets as Lincoln, Clark, Broadway, and Ogden often create bottlenecks at major intersections.

The Comprehensive Plan identifies a transportation corridor of high accessibility along Foster Avenue and the Ravenswood transit line in an east-west direction and a north-south corridor along Lake Shore Drive. The latter corridor is presently being improved, but there is still a bottleneck at its northern end. To resolve the serious problem of congestion at the north end of Lake Shore Drive, extension of this parkway north to Devon Avenue should be studied.

In addition, the plan calls for the improvement of the following routes as primary thoroughfares: Ashland, Foster, Belmont, Fullerton, and North avenues, Halsted Street, and Irving Park Road. These streets will form a part of the continuous pattern of primary thoroughfares planned for the entire city. Their main function is to distribute expressway traffic and provide high-level connections throughout the city and the metropolitan region. Because of their function, these streets will require extensive improvement.

To be improved to secondary thoroughfare standards are Peterson, Bryn Mawr,



The North Branch Industrial District south of Fullerton Avenue is typical of the mix of old and new industrial and related uses lining the Chicago River banks. The entire southwestern portion of the Development Area is proposed for similar industrial development to relate directly to the available river, rail, and expressway transportation routes.

Lawrence, Montrose, Addison, and Armitage avenues, Diversey Parkway, and portions of Racine, Larrabee, Broadway, Marine Drive, and Sheridan Road. These streets need not form a continuous net, but are designed to serve as connectors between the primary thoroughfares and the local service streets. They will carry smaller volumes of traffic and will require less improvement to bring them up to recommended standards.

The need for parking space becomes particularly acute in the Lake Shore community because of its concentration of high-rise housing. In one census tract east of Broadway between Belmont and Cornelia, there are nearly 1,500 more registered automobiles than parking spaces available. Although it is not possible to eliminate all traffic congestion in high-density areas, additional off-street parking should be provided as residential and commercial areas are renewed.

Space must also be found for additional employee parking in the industrial area along the Chicago and North Western tracks, generally between Lawrence Avenue and Irving Park Road. If Wrigley Field remains a major sports stadium, additional parking should be provided nearby.

### Transit

The transit problem in the North Development Area is three-fold. A blighting effect has been produced by the poor relationship between the elevated tracks and adjacent properties, operation is impeded by a number of sharp curves, and heavy population concentrations are not adequately served by present alignments.

Detailed studies should be initiated with a long-range view of resolving these deficiencies in the transit system. North of Lawrence Avenue, it would appear that the present alignment is satisfactory and that the main problem is one of the poor relationship between the elevated structure and adjacent developments. Ultimate improvements here might take the form of a re-designed elevated structure in a landscaped parkway, a transit line in a depressed right-of-way, or a subway.

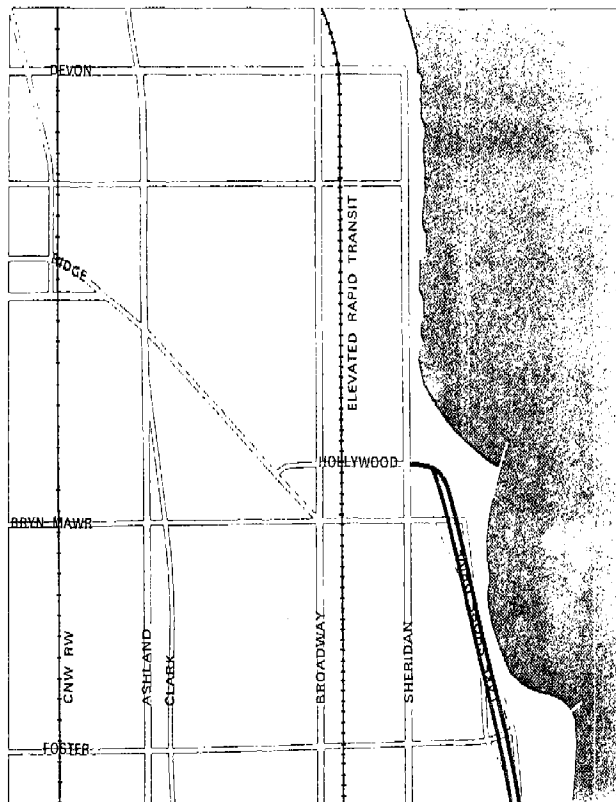
South of Lawrence Avenue, however, consideration should be given to the relocation of rapid transit lines to serve more adequately the high-density concentrations of population along the lakefront. As one alternative to be considered, the existing State Street subway could be extended north from Division Street under Lincoln Park to Clark Street, and north beneath

the present Clark and Broadway alignments to Lawrence Avenue. Such an alignment would provide greatly improved service to both existing and future high-density development along the lakefront and could attract substantially greater numbers of rapid transit riders. This in turn could reduce traffic congestion on the overburdened street system.

For a second stage of development, it is suggested that the Ravenswood line be studied. One alternative would be extension of the Clybourn Avenue subway to Lakewood Avenue and from there north in the Milwaukee Railroad right-of-way to Irving Park Road. North from Irving Park, this line might follow the present transit alignment to Lawrence Avenue and then provide for extension westward as part of a Crosstown transit loop. A major interchange point between transit lines could be provided near the Lawrence-Broadway regional business center.

Alternatives for treatment of structure or for realignment should be evaluated in connection with community improvement and renewal studies. High intensity of use and revitalized activity centers could justify long-term major adjustments.





Existing

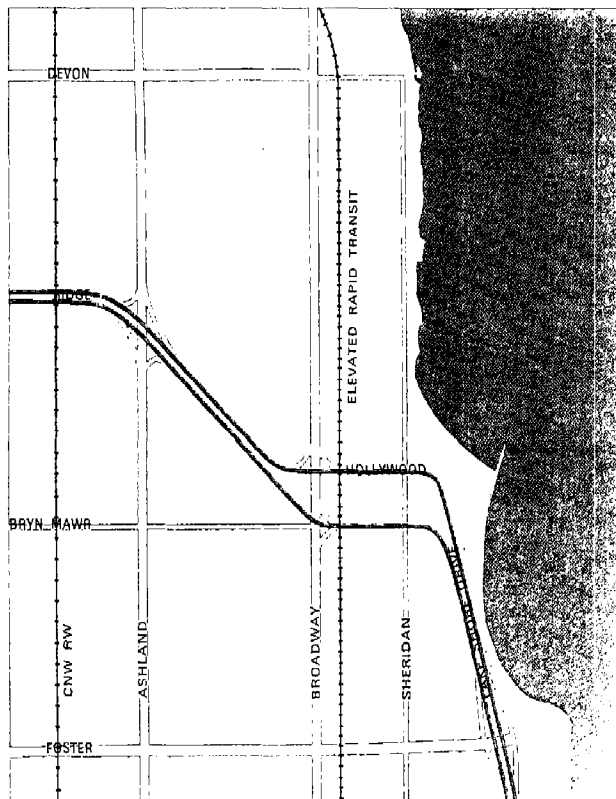
## Street Patterns in Edgewater

The large volumes of traffic funneling onto and off the north end of Lake Shore Drive create a bottleneck in the Edgewater section of the North Development Area.

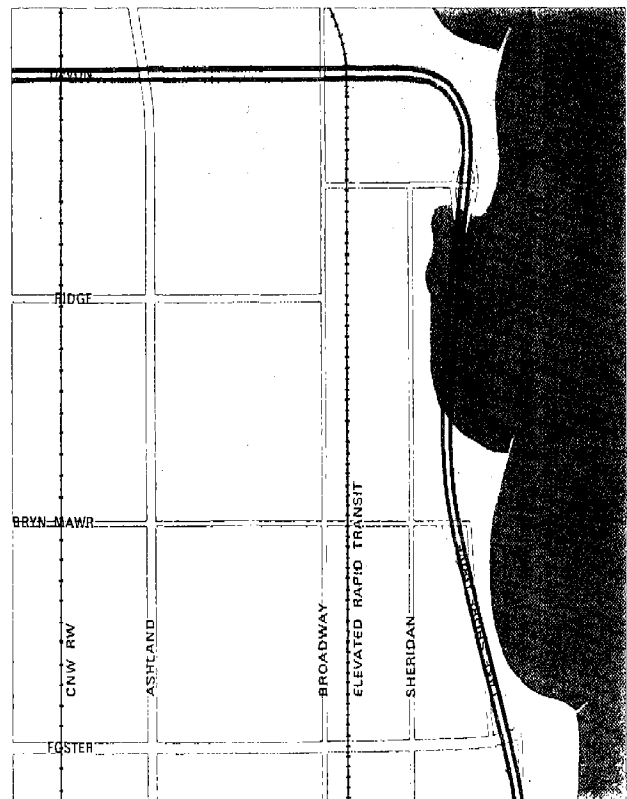
As shown on the existing diagram, Hollywood, Ridge, and Sheridan Road now must handle this traffic. Reversible lanes in Hollywood and Ridge increase rush-hour capacity. However, these routes are inadequate for existing volumes, especially since the new high-rise buildings constructed north of Hollywood Avenue have increased the amount of conflicting local traffic movements on Sheridan.

These alternatives show two possible ways of accommodating this traffic and alleviating congestion in Edgewater. In Alternative A, Ridge Avenue has been up-graded to primary thoroughfare standards with controlled access from Peterson Avenue to Ridge's connection with Hollywood and Bryn Mawr. Hollywood serves as a one-way northbound exit from Lake Shore Drive and Bryn Mawr as a one-way southbound entrance.

Alternative A



Alternative B



Alternative B shows the northward extension of Lake Shore Drive to Devon Avenue, which has been improved to primary thoroughfare standards. Ridge Avenue has been de-emphasized as a traffic carrier. In both alternatives Sheridan Road has reverted to local use.

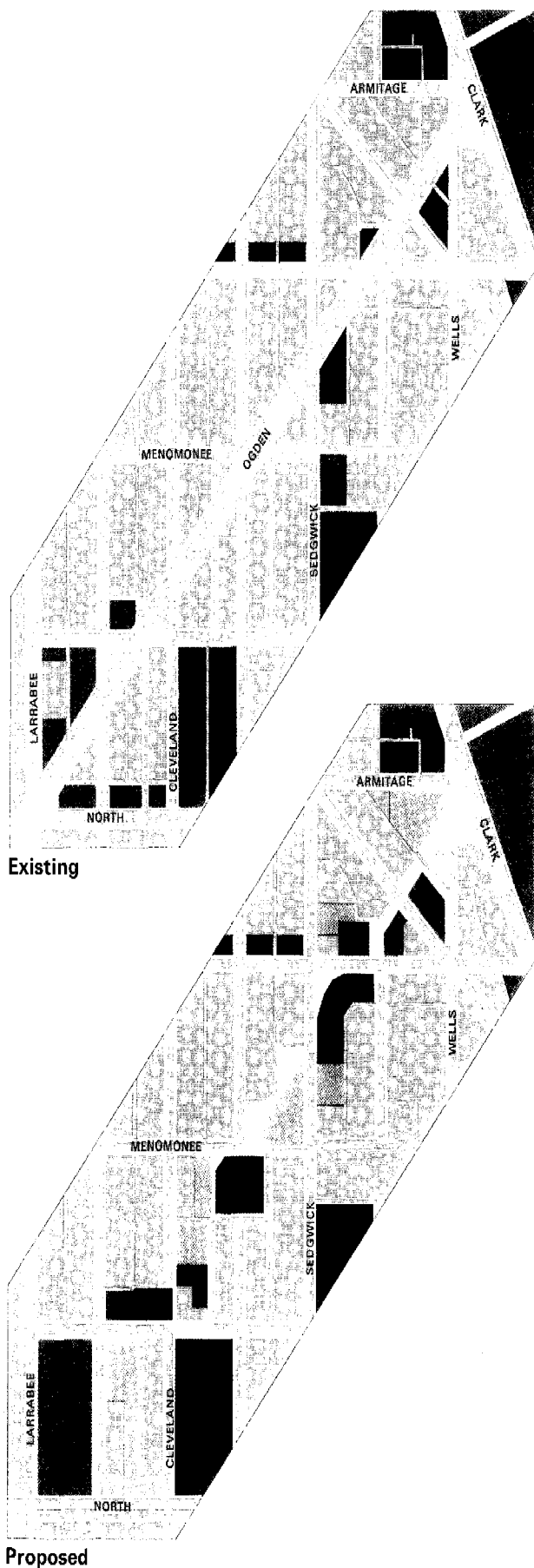
### Environmental Patterns in Lincoln Park The Ogden Avenue Mall

A portion of Ogden Avenue will be closed and rebuilt with a variety of activities as part of Project 1, Lincoln Park General Neighborhood Renewal Plan. This is a major environmental improvement scheduled for the North Development Area.

As shown here, the Ogden right-of-way will be re-used for housing, churches, shops, a community center, and plazas. Landscaped walkways will connect the various parts of the mall with each other and with nearby residential areas and existing focal points. Some other adjacent local streets will be closed or specially landscaped to extend the mall into the Lincoln Park community.

The Ogden Avenue Mall illustrates how two policies of the Comprehensive Plan can be implemented: the development of community park-malls connecting neighborhoods with parks and local activity centers, and the re-use of the rights-of-way of unneeded diagonal streets. Similar improvements could take place in other parts of the North Development Area.

Existing Residential	
New Residential	
Institutions	
Business	
Walkways and Plazas	
Park	
Industry	



## Summary

The illustration opposite this summary presents an overview of the major concepts identified through the Development Area process at this stage. Through this device it is possible to see how each of these ideas contributes to the design of the total fabric for the Development Area:

A. Too many closely spaced thoroughfares cut through the North Development Area. Diagonal routes will be de-emphasized while most mile streets will be up-graded to primary thoroughfare standards. An improved Lake Shore Drive will continue to function as the area's primary through traffic artery.

B. Improvements along present rapid transit rights-of-way are suggested as well as consideration of long-range alternatives for realignment to provide more direct service to existing high intensity residential areas along the lakefront.

C. The excellent lakefront facilities of the North Development Area could be further improved by adding beaches and boat harbors through land-fill. More pedestrian underpasses are proposed to improve access between residential neighborhoods and the lakefront.

D. Improved streets for local traffic circulation, off-street parking, and additional community facilities are proposed for the band of high-density, high-rise apartments along the lakefront.

E. The medium-density Edgewater area is a generally well-preserved neighborhood which could be improved by a community conservation program. It should also benefit from the planned up-grading of the adjacent Uptown area.

F. A consolidated regional-level business center, proposed transit improvements, community rehabilitation and limited redevelopment, plus concerted social services are needed to alleviate the current problems of Uptown.

G. The Lakeview area would benefit from improved maintenance, the improvement of rapid transit service, a modernized regional-level business center at Belmont and Ashland avenues, and the removal of scattered industrial activities.

H. A conservation and rehabilitation program is under way in the Lincoln Park Project I area. Additional community improvement activities will be scheduled for the other sections of the Lincoln Park General Neighborhood Renewal Plan area. Medical and educational institutions, as well as commercial and residential areas, will benefit from this over-all renewal program.

I. Conflicts between residential and industrial land uses need to be further resolved in the North Branch industrial district. City agencies will continue to cooperate with local industrial firms to improve traffic conditions and provide space for industrial growth.

## Planning Framework North Development Area

Residential



Institutional



Business



Industry



Park



**A** Circulation and Thoroughfare Improvement

**B** Rapid Transit Revisions

**C** Lakefront Recreational Proposals

**D** Lakeshore Residential Improvements

**E** Edgewater Conservation

**F** Uptown Rehabilitation

**G** Lakeview Conservation

**H** Lincoln Park Area

**I** Industrial Consolidation



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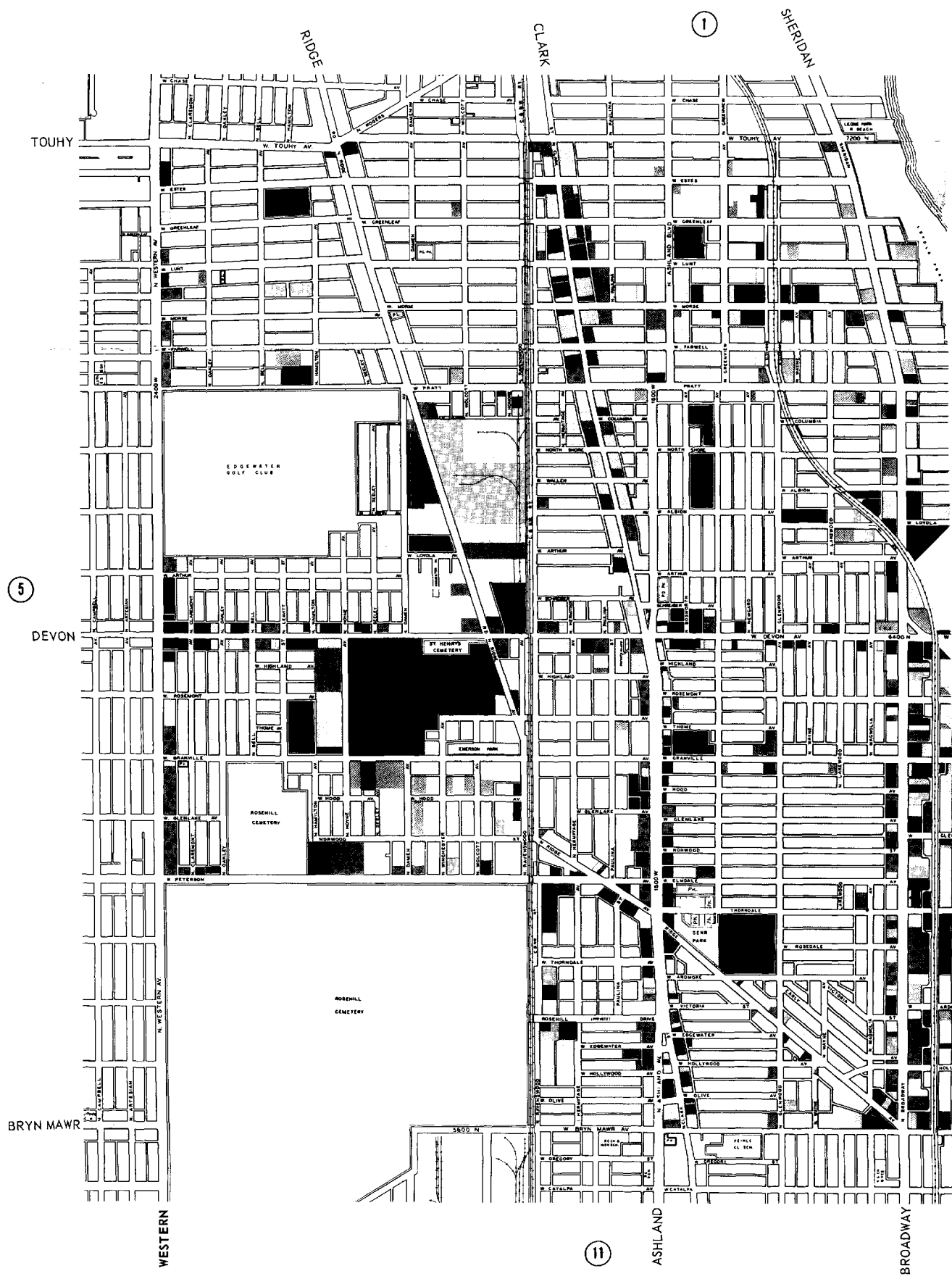
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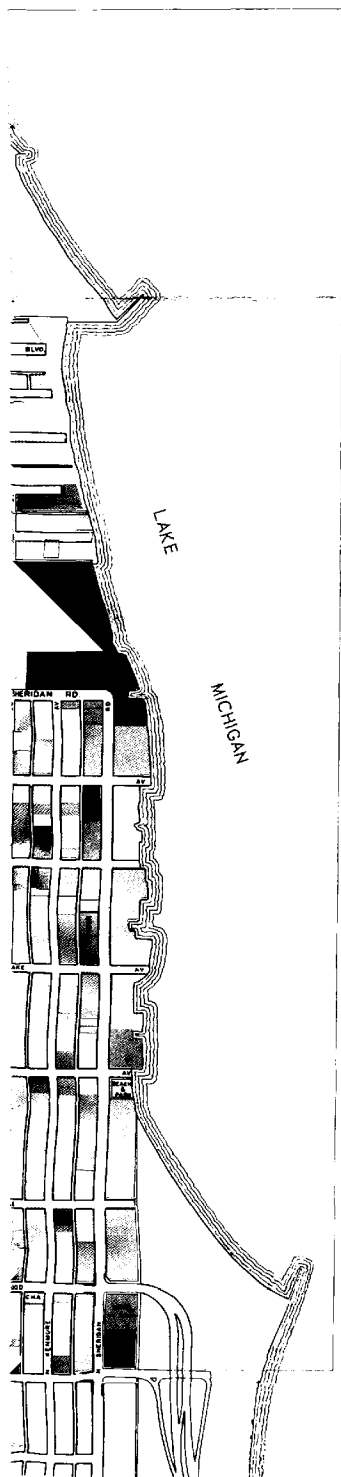
This report has been prepared as a  
discussion document. Many city  
departments and agencies, private  
organizations, and community groups  
have already made contributions to  
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gratefully acknowledged. The  
Department of Development and  
Planning looks forward to continuing  
and expanding these relationships in  
the future, as Development Area  
proposals are reviewed.

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# GENERALIZED LAND USE IN THE CITY OF CHICAGO

AS OF JANUARY 1970



LOW-DENSITY RESIDENTIAL

MEDIUM-DENSITY RESIDENTIAL



HIGH-DENSITY RESIDENTIAL (UNDER 5 STORIES)



HIGH-DENSITY RESIDENTIAL (5 STORIES AND OVER)



MIXED COMMERCIAL-RESIDENTIAL



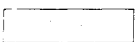
RETAIL TRADE AND SERVICES



OFFICES



AUTO SALES AND SERVICE



WHOLESALE TRADE AND WAREHOUSING



MANUFACTURING

TRANSPORTATION, COMMUNICATIONS AND UTILITIES



EDUCATION



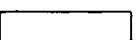
COMMUNITY FACILITIES

PARKS AND OPEN SPACES

CEMETERIES



RIVERS AND LAKES



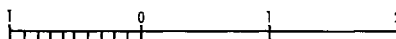
UNDEVELOPED-VACANT



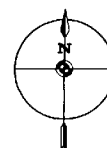
RICHARD J. DALEY  
Mayor

DEPARTMENT OF DEVELOPMENT AND PLANNING

LEWIS W. HILL, Commissioner



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